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FINANCING OF THE UNITED NATIONS TRANSITIONAL AUTHORITY IN CAMBODIA

Financing of the initial phase of the implementation plan of the United Nations Transitional Authority in Cambodia

Report of the Advisory Committee on Administrative and Budgetary Questions

1. The Advisory Committee on Administrative and Budgetary Questions has considered the report of the Secretary-General on the financing of the initial phase of the implementation plan of the United Nations Transitional Authority in Cambodia (UNTAC) (A/46/235/Add.1).

2. In paragraph 2 of his report, the Secretary-General refers to Security Council resolution 718 (1991) of 31 October 1991; in paragraph 3, he states that the formulation of a plan to implement the mandate of UNTAC is being prepared and will be submitted to the Security Council as soon as possible. After approval of a plan by the Council, the corresponding detailed budget will be prepared for consideration by the Advisory Committee and the Fifth Committee.

3. The Secretary-General states in paragraph 4 of his report that the process by which appropriations are made for peace-keeping operations is, in general, time-consuming. In his opinion, taking into consideration a mission of the size and scope contemplated by UNTAC, to await the completion of this process prior to entering into commitments of the magnitude required would necessarily have an adverse impact on the timely establishment of UNTAC, which depends to a great extent on the availability of large quantitites of equipment and services and their deployment throughout the country. Given the near absence in the operation theatre of a support infrastructure, the timely deployment of such equipment and services becomes even more crucial. Moreover, the Advisory Committee was informed that unless that deployment is

realized prior to the onset of the rainy season by end-May, the holding of elections in April 1993 would not be possible.

4. Bearing in mind the above, the Secretary-General, while acknowledging its unusual character, requests an initial appropriation of $200 million at this stage, in advance of the General Assembly's review and approval of the detailed cost estimate of UNTAC, to enable him to prepare for the first stage of UNTAC's deployment. In making such a request, the Secretary-General notes that the Security Council was previously informed of his intention to proceed in this manner; both his letter to the President of the Security Council and the latter's response are annexed to the Secretary-General's report (A/46/235/Add.1). Furthermore, while UNTAC has not yet been formally established, the Security Council has indicated this eventuality in paragraph 4 of its resolution 718 (1991) of 31 October 1991. In the same resolution, the Council expressed its full support for the Paris Agreements on a Comprehensive Political Settlement of the Cambodia Conflict, which, inter alia, call for the establishment of UNTAC at the appropriate time. In addition, the Council has approved the United Nations Advance Mission in Cambodia (UNAMIC). In its resolution 46/18 of 20 November 1991, the General Assembly also expressed its full support for the Paris Agreements and for the efforts of the Secretary-General to set up an effective United Nations Transitional Authority in Cambodia as soon as possible.

5. In paragraph 5 of his report, the Secretary-General also justifies his request in part by the "inadequacy of the current cash and/or financial commitment authority available to the Secretary-General to provide for the anticipated pre-implementation goods and services". He elaborates on the continued shortfall in cash flow requirements in paragraph 34. In response to an inquiry concerning paragraph 34, representatives of the Secretary-General conceded that the paragraph confused the issue and should not have been included.

6. The Advisory Committee was also informed that paragraph 4 of the Secretary-General's report (A/46/235/Add.1) incorrectly implies that the availability of the initial appropriation of $200 million being sought should await approval by the Security Council of the Secretary-General's report on the implementation plan of UNTAC. In fact, as stated in paragraph 37 of that report, the Secretary-General proposes that the General Assembly take action to provide an appropriation of $200 million to cover the initial requirement for the first phase of UNTAC's deployment and the apportionment thereof. The Committee was further informed that, once the appropriation and apportionment are provided, assessments to Member States would be issued in accordance with the formula used for the financing of peace-keeping operations. Upon inquiry, representatives of the Secretary-General confirmed that they were proposing that the expenses of UNTAC were expenses of the Organization to be borne by Member States in accordance with Article 17 of the Charter of the United Nations and that a Special Account for this purpose would be established.

7. Section II of the Secretary-General's report briefly describes the main tasks of UNTAC; it also, as stated in paragrah 6, indicates various general assumptions in order to attempt to provide an idea of the likely magnitude of the cost of UNTAC. The Secretary-General concludes in paragraph 27 that "it is apparent from the preliminary description of the scope and size of UNTAC provided above that the implementation of UNTAC's mandate would require a vast movement of personnel and material on a scale hardly experienced before by the United Nations".

8. The Committee was informed that, at this stage, it was not possible to quantify the total requirements, since that would depend on, inter alia, the actual plan being approved. Moreover, although the Secretary-General attempts, in section V of his report (A/46/235/Add.1) to provide a very general and indicative breakdown of the $200 million by major object of expenditure, representatives of the Secretary-General emphasized that the requirements listed therein, which relate primarily to the priority areas of accommodation, vehicles, water transport and communications, were strictly indicative of the possible distribution of expenditure. The Committee was assured that, although funds would be administered with flexibility, their use would be restricted to the essential requirements of UNTAC in order to ensure its rapid deployment. In other words, the appropriation would only be utilized to meet the initial unavoidable requirements without which any operation could not be launched. Provision of the $200 million would allow the Secretary-General immediately to initiate preparation for a timely deployment of UNTAC.

9. In the circumstances, the Advisory Committee is of the view that a detailed examination of these indicative figures is not possible at this stage. In so stating, the Advisory Committee notes that the initial appropriation of $200 million will most likely constitute only part of the entire cost estimate to be submitted at a latter stage, i.e., detailed justification of the $200 million can be provided in the context of the detailed justification for the entire UNTAC budget. The Advisory Committee received additional information for illustrative purposes only, which is contained in an annex to the present report. This information has not been subject to the usual scrutiny of the Advisory Committee owing to its indicative nature.

10. In considering the Secretary-General's proposal, the Advisory Committee was aware of the exigencies of the situation. In its view, bearing in mind the previous endorsement of the Paris Agreements, the establishment of UNAMIC, the magnitude of the operation and the weather cycle, there exists sufficient justification for proceeding in such a manner.

11. In the circumstances, the Advisory Committee has no objection to approval of the appropriation and apportionment of $200 million as requested by the Secretary-General; as indicated above, the Secretary-General would establish a Special Account for UNTAC which would be distinct from the UNAMIC Account. The Advisory Committee wishes to point out that, pending the receipt of assessed contributions pursuant to this appropriation, and in the immediate

period prior to the approval of the implementation plan by the Security Council, the Secretary-General should utilize other available resources, including voluntary contributions, to the extent permitted by the financial regulations and other relevant resolutions of the General Assembly. In administering the appropriation, the Secretary-General should ensure that commitments are entered into only in respect of those requirements for emplacement, transportation, communication and other support equipment and services which would be absolutely essential for any operation in Cambodia that is consistent with the Paris Agreements. Moreover, to the extent that it is necessary to enter into such commitments prior to the adoption by the Security Council of the plan of implementation for UNTAC, the Secretary-General should monitor closely developments to ensure that his actions are consistent with the eventual plan of implementation. The Secretary-General should also keep the Advisory Committee informed, as appropriate, in an effort to ensure that expenditure will be in line with actual requirements as they emerge.

ANNEX

Estimated initial requirements for UNTAC working paper for the Advisory Committee on Administrative and Budgetary Questions a/

7 February 1992

Requirement	Estimated quantity	Unit cost (US$ 000)	Item cost (US$ millions)	Group cost (US$ millions)
Accommodation*				
Headquarters UNTAC living accommodation (800-person camp)	1	10 000	10	
Headquarters UNTAC office accommodation	1	9 000	9	
UNTAC provincial offices				
Living accommodation (10-person camps)	20	300	6	
Living accommodation (20-person camps)	54	450	24.3	
Living accommodation (30-person camps)	59	650	38.35	
Working accommodation (50-person)	17	600	10.2	
Working accommodation (70-person)	4	850	3.4	
Tented transit camp (1,000-person)	2	7 000	14	
Military observers accommodation (5-person camp)	42	100	4.2	
Tentage	6 000	1	6	
Cold storage and refrigeration				
Cold storage rooms	60	100	6	
Prefabricated workshops	5	600	3	
Prefabricated warehouses	15	40	0.6	
Maintenance stores and equipment	1	2 000	2	
Aircraft hangars				
Helo	26	10	0.26	
Fixed wing	10	20	0.2	
Subtotal				137.51
Vehicles				
Motorcycles	200	2.5	0.5	
4 wheel drive (light)	600	16	9.6	
All wheel drive trucks (medium)	60	40	2.4	
All wheel drive trucks (heavy)	30	90	2.7	
Fuel tankers	14	100	1.4	

Requirement	Estimated quantity	Unit cost (US$ 000)	Item cost (US$ millions)	Group cost (US$ millions)
Forklifts				
Warehouse				
Heavy	10	35	0.35	
Cranes	10	100	1	
Recovery vehicle (light)	9	140	1.26	
Recovery vehicle (heavy)	20	50	1	
Ambulances	20	100	2	
Fire-fighting vehicles	10	100	1	
Maintenance stores and equipment	6	250	1.5	
Subtotal	1	1 000	1	
				25.71
Water transport				
Patrol boats				
Work boats	12	500	6	
Barges	10	100	1	
Shore-based support equipment	20	50	1	
Maintenance stores and equipment	5	400	2	
Subtotal	1	1 000	1	
				11
Communications				
Telecommunications transmission equipment				
Intelsat satellite terminal				
Satcom hub station	1	1 000	1	
Provincial satcom terminals	1	1 000	1	
InMarSat satcom terminals	20	200	4	
Multichannel bearer	20	50	1	
System control equipment	10	100	1	
Switching equipment	1	250	0.25	
Telephone switchboard				
Telephone switchboard	10	200	2	
Packet data switches	11	70	0.77	
Local distribution equipment	10	50	0.5	
Cable				
Rural radio telephone	1	500	0.5	
Hardware	100	10	1	
	1	500	0.5	

Requirement	Estimated quantity	Unit cost (US$ 000)	Item cost (US$ millions)	Group cost (US$ millions)
Terminal equipment				
Telephones	2 000	0.1	0.2	
Facsimile machines	60	1	0.06	
Data terminals	60	2	0.12	
Telex/telegraph machines	100	5	0.5	
Power generation				
Generators	21	20	0.42	
Power reticulation equipment	21	2	0.042	
Batteries	400	0.1	0.04	
UPS	100	2	0.2	
HF radio equipment	100	10	1	
Handie talkies	1 000	1	1	
VHF radio equipment	2 000	2	4	
VHF repeaters	100	12	1.2	
Electrical hardware	1	200	0.2	
Maintenance stores and equipment	1	500	0.5	
Subtotal				22.002
Miscellaneous				
Engineering stores				
Prefabricated airfield matting (sq. metres)	200 000	0.05	10	
Subtotal				10
Total				206.222

* Living accommodation includes power, water supply, waste disposal, ablutions, kitchen/dining furniture, security fencing, shipping costs and installation by contractor; working accommodation includes power, water supply, furniture, security fencing, shipping costs and installation by contractor.

a/ The estimated initial requirements provided in the present paper are strictly indicative of the possible distribution of expenditure. Should the requested initial appropriation be approved by the General Assembly, the Secretary-General intends to use the appropriated amount in a flexible manner as may be required to ensure a rapid deployment of UNTAC.